

WATERFORD AREA MANAGEMENT PLAN

CHAPTER I.

INTRODUCTION AND SUMMARY OF PLAN

CHAPTER ONE

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I. BACKGROUND OF THE WATERFORD AREA MANAGEMENT PLAN

The Waterford Area Management Plan is a long-range, comprehensive land use plan for the village of Waterford and the related surrounding area (Figure 1, page 2). The plan examines the current conditions, existing and potential use conflicts and proposes future land uses, policies and implementation methods, such as zoning district modifications and other land use related programs. The time frame of the plan is for a twenty year period.

The boundary of the Waterford Area Management Plan is the same as the boundary of the Waterford Historic District as listed in the National Register of Historic Places. (See Figure 2, page 3)

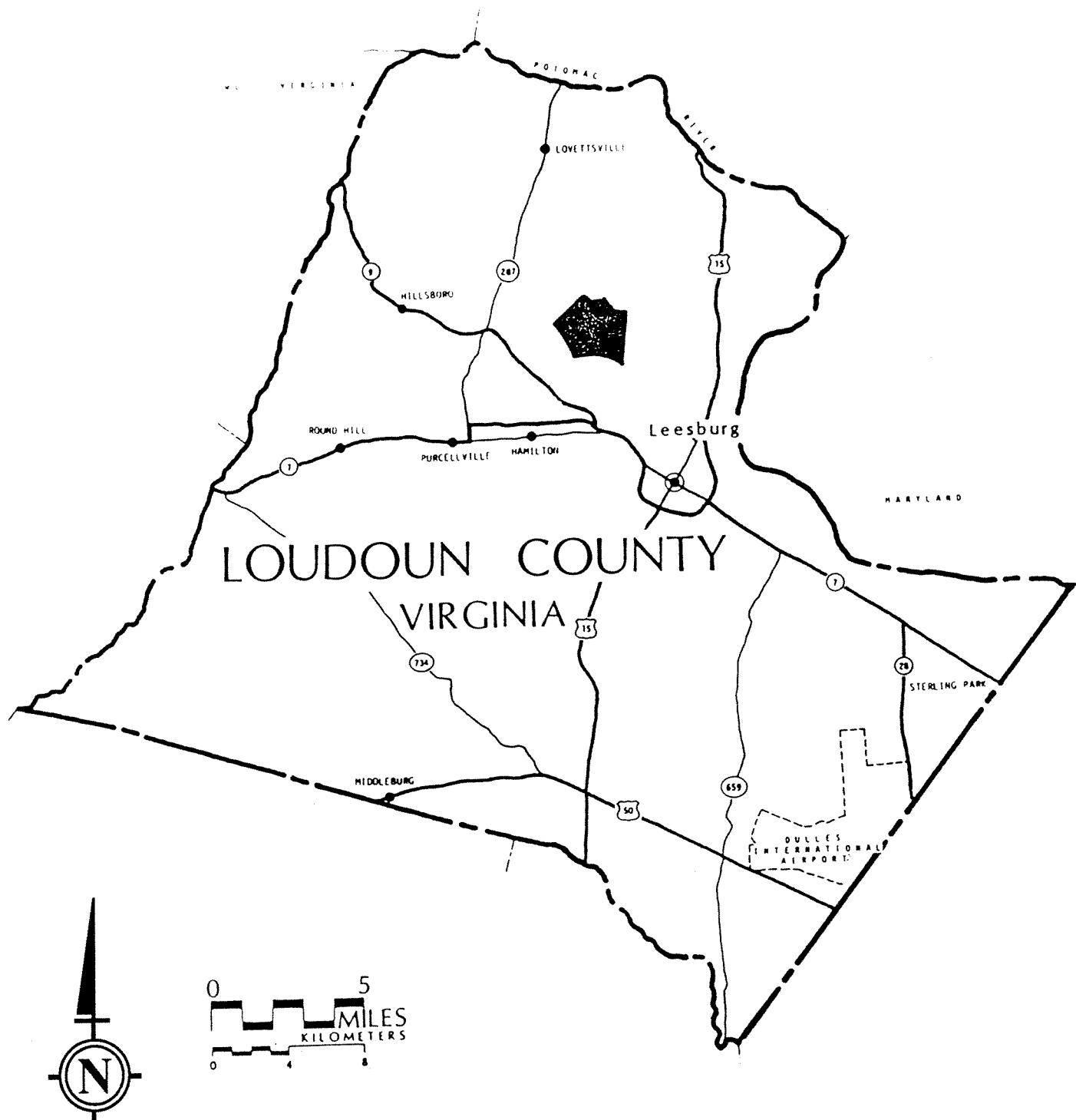
As part of the expanding Washington metropolitan area, Loudoun county will continue to experience growth pressures. The most recent projections indicate a 45% population increase during the 1980's, from 57,421 in 1980 to 83,000 people by 1990. Much of this residential growth will occur in the eastern sections of the county where adequate central sewer and water utilities are currently located, but a certain portion of this growth can be expected to locate west of the Catoctin Ridge in the County's largest agricultural area. The financial difficulties facing many Loudoun farmers and the general uncertainty about the future of Loudoun's agricultural industry combined with the attractive scenic quality, available land base and competitive land prices make western Loudoun a prime location for new rural residential development.

Recognizing this issue, the county has undertaken a land use planning program that is based on the fundamental principle of orderly growth which attempts to channel new growth in and around existing population centers with available public services, such as eastern Loudoun and the western towns, while also maintaining the open farmland of western Loudoun. Both the adopted Resource Management Plan and the Rural Land Management Plan are based on this important idea of growth management. The County recognizes the value of concentrated growth which has less of an impact on Loudoun's environmental, agricultural and scenic resources and provides an important fiscal benefit by locating necessary public facilities and services within existing population centers.

The village of Waterford (as shown on Figures 1 and 3, pages 2 and 4) which give the regional setting and location within the County) and its surroundings fit into this overall growth management program in a unique manner for a variety of reasons. While it is labeled a village in both the RMP and Rural Plan and is thought of as a village by many Waterford and County Residents, it has the following special characteristics:

- o Waterford is one of the largest villages in the County with a 1982 estimated population of 210.

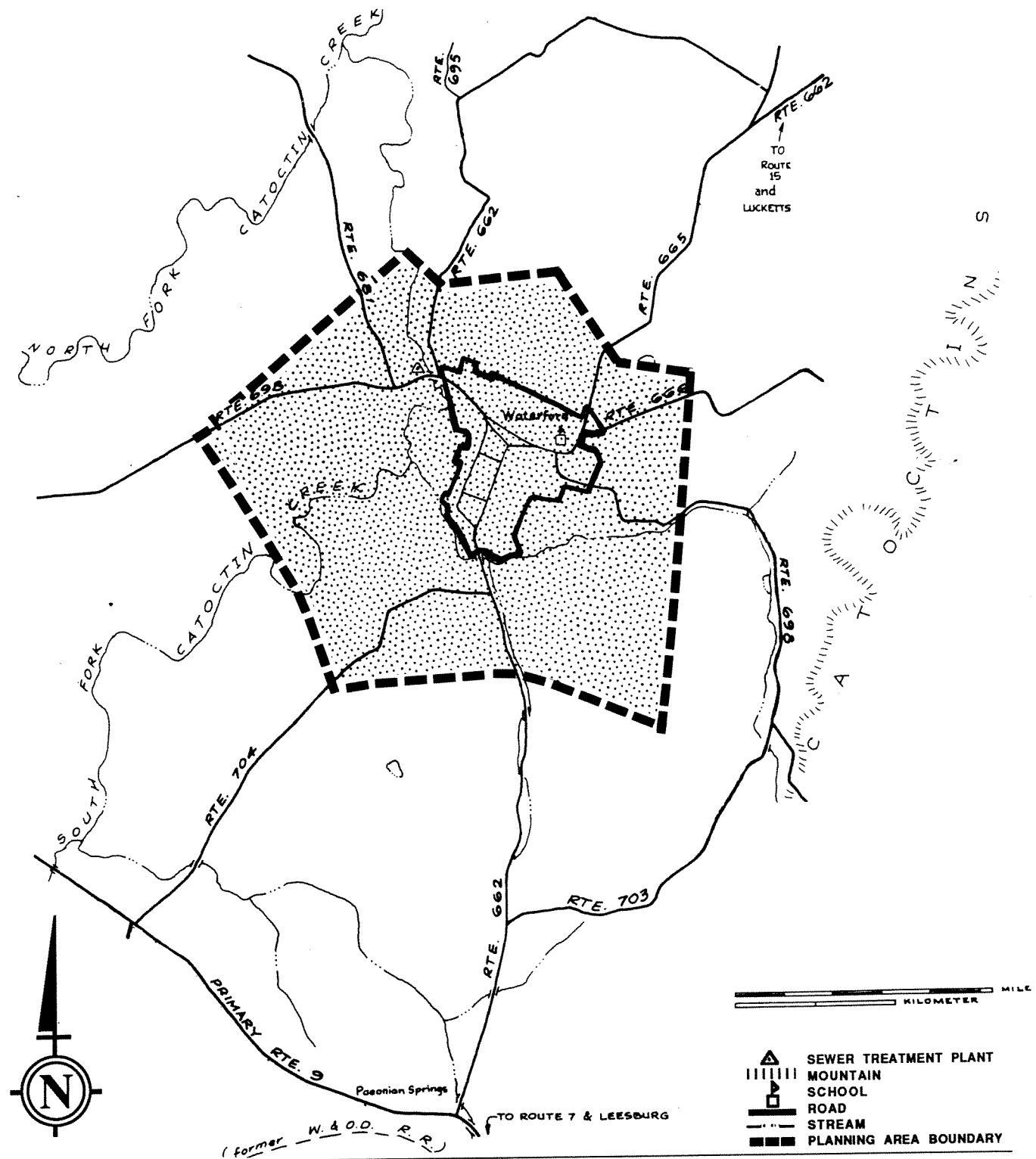
WATERFORD AREA MANAGEMENT PLAN



LOCATION OF MANAGEMENT PLAN AREA

FIGURE 1.

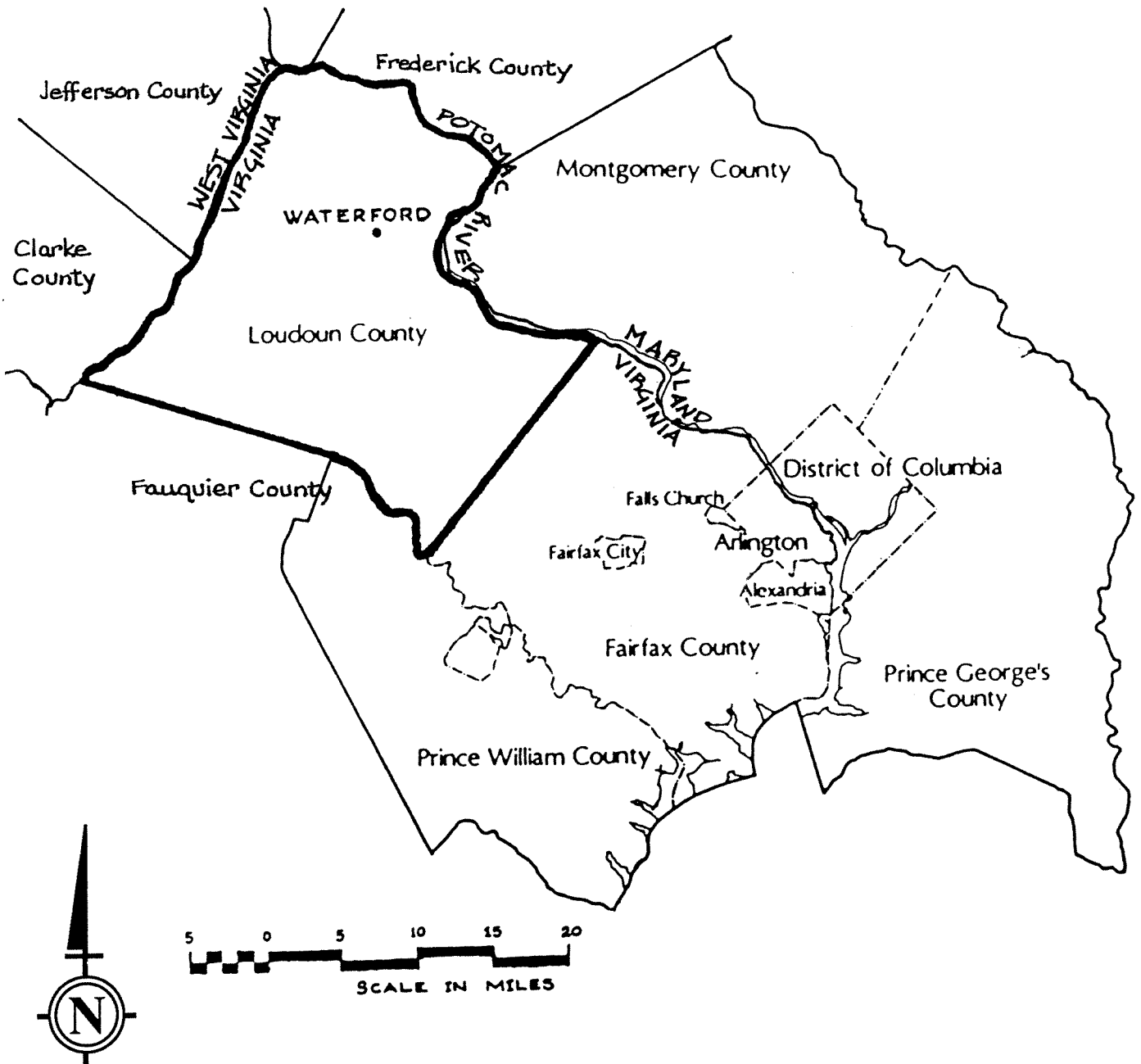
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WATERFORD PLANNING AREA

FIGURE 2.

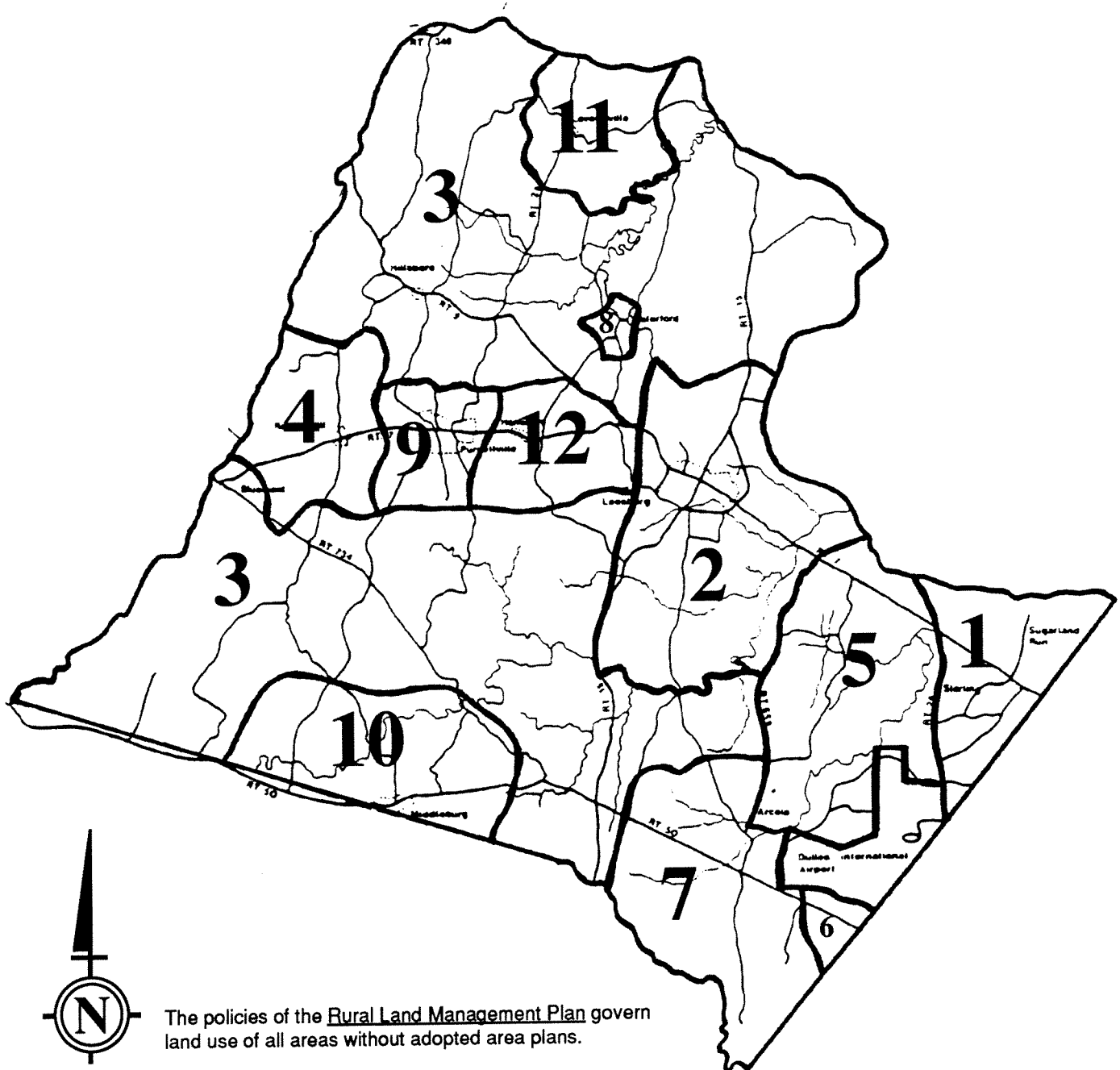
**WATERFORD
AREA MANAGEMENT PLAN**



REGIONAL SETTING

FIGURE 3.

WATERFORD AREA MANAGEMENT PLAN



LOCATION OF AREA MANAGEMENT PLANS

- | | | |
|-------------------------------|-----------------|-------------------|
| 1. Eastern Loudoun | 5. Dulles North | 9. Purcellville** |
| 2. Leesburg | 6. Cub Run | 10. Middleburg* |
| 3. Rural Land Management Plan | 7. Dulles South | 11. Lovettsville |
| 4. Round Hill | 8. Waterford | 12. Hamilton* |
- *Plans Not Yet Initiated **Drafted

FIGURE 4.

- o It was an incorporated town for 100 years (1836 - 1936) (see Figure 5, page 7) and was similar to the County towns, such as Purcellville, Hamilton and Leesburg, in that it provided essential commercial, business and institutional services to its surrounding agricultural community.
- o Waterford is one of two unincorporated County villages (St. Louis is the other) which have publicly owned and operated sewage treatment plants. Waterford's plant has a total capacity that could approximately double the existing 115 buildings in the village.
- o Waterford and a surrounding area of about 1,450 acres have been designated a National Historic Landmark by the U. S. Department of Interior, one of four in the County and one of the very few of approximately 1,500 National Historic Landmarks in the entire nation that is a village rather than a single building site.

These four specific factors, combined with the County's need to assess the growth pressure facing western rural Loudoun, and the importance of implementing the growth management principles of the RMP and Rural Land Management Plan were the reasons for the Board of Supervisors' decision in September 1983 to prepare the Waterford Area Management Plan.

The Board and the Planning Commission jointly appointed an eighteen member Citizens' Advisory Committee and directed it to work with county staff to examine community issues and resolve land use conflicts through the preparation of the Waterford Area Management Plan. The Committee held its first meeting on November 3, 1983. The Committee met weekly through February 9, 1984 to review the major planning issues and problems, explore options to resolve these issues and provide direction to the planning staff for actual writing of the draft plan document. The staff completed a draft plan in July, 1984. The Committee met and reviewed the staff draft, made revisions and voted to recommend the plan to the Planning Commission on December 12, 1984. The Planning Commission reviewed the citizen's draft plan between October, 1986 and June, 1987, certifying a revised draft to the Board of Supervisors on June 3, 1987. The Board revised the draft further and adopted the Plan on October 19, 1987.

The Waterford Area Management Plan is similar in structure and general content to the area plans which have been adopted for the Leesburg, rural, and Eastern Loudoun areas and, like these other plans, is a component of the County's overall Comprehensive Plan. It includes goals, policies and detailed programs which the County will use to guide the location, timing and character of development in the Waterford area.

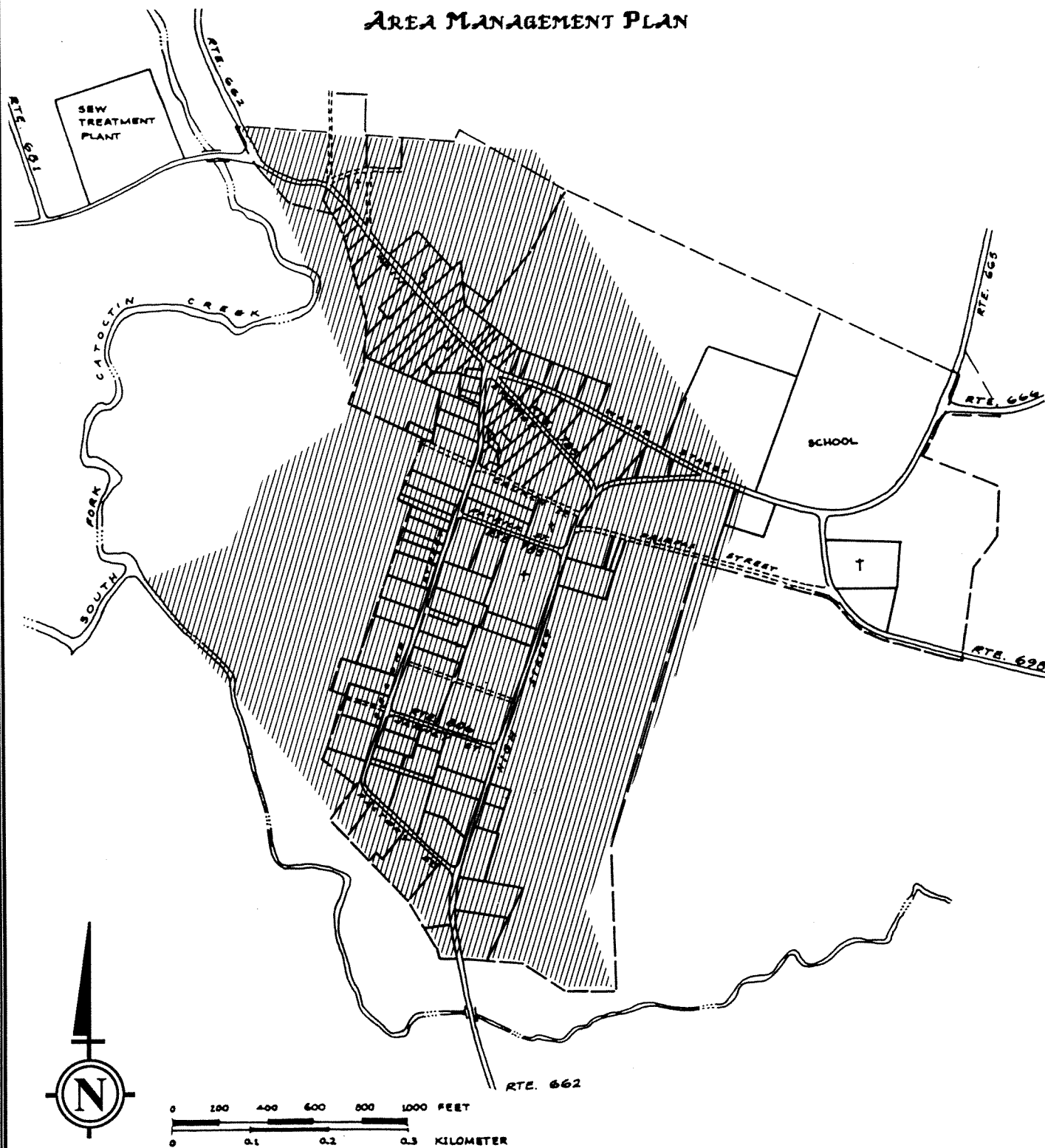
II. PURPOSE OF PLAN AND SUMMARY OF MAJOR RECOMMENDATIONS

A. PURPOSE OF PLAN

The Waterford Area Management Plan has the following major purposes:

1. To implement the County's growth management program which promotes orderly growth in existing population centers with adequate

WATERFORD AREA MANAGEMENT PLAN



WATERFORD INCORPORATED LINE (1836 TO 1936)

FIGURE 5 .

public services rather than development in the County's major agricultural areas;

2. To serve as a guide for the County to make future land use and zoning decisions in the Waterford area;
3. To enable citizens in the Waterford area and other areas of the County to express their views to the Planning Commission and the Board of Supervisors as to what their desires are for the community's future;
4. To examine the existing and potential land use issues and problems and to propose policies and implementation recommendations which address them.

B. TWO PARALLEL PLANS

Waterford's historic significance and scenic quality is wholly dependent upon the visual connection between the village and the surrounding agricultural area as indicated by the federally designated 1,450 acre National Historic Landmark District. The basis for the retention of this historic designation and the potential for an expanded tourism program are both subject to the maintenance of the existing scenic character.

The Waterford Area Management Plan can be thought of as two separate, but closely linked plans: one for the village and one for the surrounding rural area. This is because these areas have distinctly different land uses, population and housing densities, transportation conditions and public facilities. For this reason, the Waterford Plan has used two of the Rural Land Management Plan's Land Use Policies Areas as the basis for this plan: Rural Village and Agricultural Conservation. However, one of the primary goals of the Waterford Area Plan is to protect an historic rather than an agricultural resource. Agricultural uses in the rural area surrounding the village are historic and should be encouraged, but in any case where Waterford Area Management Plan guidelines conflict with those of the Rural Land Management Plan, the Waterford Area Management Plan shall supersede.

C. PUBLIC AND PRIVATE COOPERATION

Some of the plan's proposed implementation recommendations are the responsibility of the County, while others can be implemented primarily by private interests or through the cooperative efforts of village residents. The County should concentrate on determining the appropriate location for future connections to the sewage treatment plant and review of applications for new land uses, rezonings, site plans and implementation of the Historic District Ordinance. Other recommendations, such as a tourism program, village pedestrian system, parking areas and road improvements depend upon the initiative and desires of village residents and the private sector with

some assistance provided by the County and/or State.

D. SUMMARY OF MAJOR RECOMMENDATIONS

The plan's policy and implementation recommendations are in Chapter Three and can be summarized as follows:

1. Use the policies of the Rural Land Management Plan's Agricultural Conservation Policy Area (refer to Appendix I page 113 for those Rural Plan Policies that this plan endorses) as the guide for all future land use decisions unless otherwise established by this plan.
2. Designate a Village Limit Line (VLL) to define the hard edge of the village and to establish the sewer service area. Sewer service will be permitted outside this line only if it is established that such service will contribute to the protection of the hard edge, critical views and rural setting of the Waterford National Historic Landmark, as stated in the goals of this plan.
3. Allow appropriate land uses within the village's existing commercially zoned area and encourage residential development and rezonings that will enhance the existing village character.
4. Provide incentives through optional programs for the maintenance of agriculture as the primary land use in the rural area surrounding the village, as well as to guide development in directions which will contribute to the protection of the Waterford National Historic Landmark.
5. Extend the boundaries of the existing County Historic District Overlay Zone to conform with the boundaries of the National Historic Landmark, and concurrently identify with specificity those areas within the District which can accommodate development without negatively impacting the integrity of the Landmark.
6. Explore the need for a comprehensive village improvement program, including the advantages and disadvantages of an upgraded vehicular and pedestrian circulation system, new off-street parking areas, a central water supply system and a tourism program.
7. Amend the existing zoning and subdivision ordinances and map to include new zones and/or zoning regulation provisions that will help protect the State and National Historic Districts.
8. Utilize the sewage treatment plant and community water and wastewater systems as positive incentives to locate development in locations which will contribute to the protection of the Waterford National Historic Landmark.

9. Encourage the accumulation of funds to purchase properties or interests in properties where such purchase is appropriate and necessary.
10. Protect private property values to the greatest extent possible while being consistent with the other goals of this plan.

III. COMPREHENSIVE LAND USE PLANNING BACKGROUND

A. PURPOSE AND SCOPE OF COMPREHENSIVE PLANNING

The primary purpose of comprehensive planning is to establish guidelines that will be used to evaluate and influence future land uses, proposed developments, public facilities and zoning changes in a community. This is accomplished by means of a comprehensive plan document. There are five basic steps in the preparation of a comprehensive plan described as follows:

1. Inventory and Analysis

This first task looks at the current land use and community conditions and determines the existing and anticipated future issues and problems of the community.

2. Goals

Goals are general statements expressing long-range community aspirations and representing significant positive gains that should be achieved by the local government. They serve to establish the directions which the community will take. Goals describe the ideal end condition that is sought.

3. Identification and Examination of Issues, Conflicts and Potential Problems

The existing land use conflicts, issues and problems are identified and examined for their effects on the community.

4. Formulation, Evaluation and Selection of Suitable Policies and Land Uses

This step involves the formulation and examination of various policies and alternative land uses that will resolve the identified issues and problems. The most feasible options are then selected and described by means of policy statements (guidelines for action to achieve the goals) and a recommended land use pattern.

5. Implementation of Policies and Land Use Recommendations

This step sets out the concrete and specific means by which the proposed policies and land uses can be achieved. Examples are zoning changes, ordinance amendments, public facility investments and land use related programs.

6. Review and Update of Plan

After a certain period of time (about five years), the plan should be reviewed and modified based on any new information, identified problems or changes in land uses or community desires.

B. STATE ENABLING LEGISLATION

Article 4, Section 15.1 - 446.1 of the code of Virginia mandates that all governing bodies in the State shall adopt a comprehensive plan and outlines the basic purpose of a comprehensive plan with the following suggested elements:

1. Designation of areas for various types of public and private development use;
2. Designation of a transportation system and community service facilities, such as schools or a sewage disposal plant;
3. Designation of historical areas;
4. An official map and proposed implementation methods such as a capital improvements program, zoning ordinance and map, and subdivision ordinance.

The most important legal aspect of the State legislation is that once the plan is adopted by the local governing body, "it shall control the general or approximate location, character and extent of each feature shown on the plan" (Section 15.1 - 456 (a)). The plan is thus given legal standing as a general guide for making land use and zoning decisions.

C. LOUDOUN COUNTY PLANNING PROGRAM

1. Resource Management Plan and Area Plans

Loudoun County's interpretation of the state mandate has been to develop an overall policy plan for the entire County (Resource Management Plan (RMP), adopted in 1979) followed by specific land use plans based on the RMP for different County areas and communities. These area plans examine the RMP goals, policies, and implications for land use for a particular County area, and then set guidelines for that area based on the RMP. To date, the County has

adopted the Eastern Loudoun Area Management Plan, the Rural Land Management Plan, the Leesburg Area Management Plan, and the Dulles North Area Management Plan. Figure 4, page 5 illustrates the current location and sequence for the various area plans.

Both the RMP and the Rural Plan include the area to be covered in the Waterford Area Management Plan. Therefore, these two plans provide the overall land use and policy framework for the development of the Waterford Plan.

The other existing elements of the County planning program are the Zoning Ordinance, which regulates by district the types of uses and building density that can be located on a property, and the Subdivision Ordinance which regulates actual land development and construction.

2. Citizen Participation

An important aspect of Loudoun's land use planning program has been the extensive public participation which was instituted so that citizens can have direct and early involvement in the County's land use decisions. At the direction of the Board of Supervisors and the Planning Commission, each area plan has a Citizens' Advisory Committee (from 18 to 29 members on the five plans to date) that works closely with the County Planning staff. Weekly meetings, open to the public, are held for approximately six months. Advisory Committees include citizens from other parts of the County as well as residents of the area or community being studied.

Once the Citizens' Advisory Committee has finished its work, the area plan is submitted to the Planning Commission for review; after completing its review, the Commission refers the document to the Board of Supervisors for final review and adoption. Both the Planning Commission and the board hold at least one public hearing on area plans, and normally there are also public information meetings, thus allowing for additional citizen participation beyond that provided by the Citizens' Advisory Committee.

IV. GENERAL POLICY RELATIONSHIP TO RESOURCE MANAGEMENT PLAN AND RURAL LAND MANAGEMENT PLAN

While the adopted Resource Management Plan and the Rural Land Management Plan provide the general policy framework for development of the Waterford Area Management Plan, it is designed to protect the unique historic resource, the Waterford National Historic Landmark District. While there will be some growth within the boundaries of the Waterford Area Management Plan, because of the importance of retaining those qualities which led to Waterford's designation as a National Historic Landmark, growth will not be encouraged. In any case where the guidelines in the Waterford Area Management Plan conflict with

the more general guidelines of the Resource Management Plan or the Rural Land Management Plan, the Waterford Area Management Plan shall supersede. Following are excerpts from these two plans and an analysis of their meaning for Waterford.

A. RESOURCE MANAGEMENT PLAN

The RMP designates Waterford as a Village Center Resource Management Area described as follows (Figure 6, page 14):

"The purpose of the Village Center Resource Management Area is to both accommodate an appropriate amount of growth in existing villages, if desired by local residents, while maintaining their character and scale, and to permit the development of new villages in furtherance of the County's traditional growth character, pattern and scale. The village centers of Loudoun County are predominantly residential areas that have a higher use density and intensity than the surrounding agricultural areas. The villages are generally separated from major community centers and have their own distinct identities and sense of place. Major public facilities such as high schools and large commercial land uses are not normally associated with village centers." (Resource Management Plan, p. 215.)

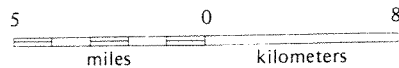
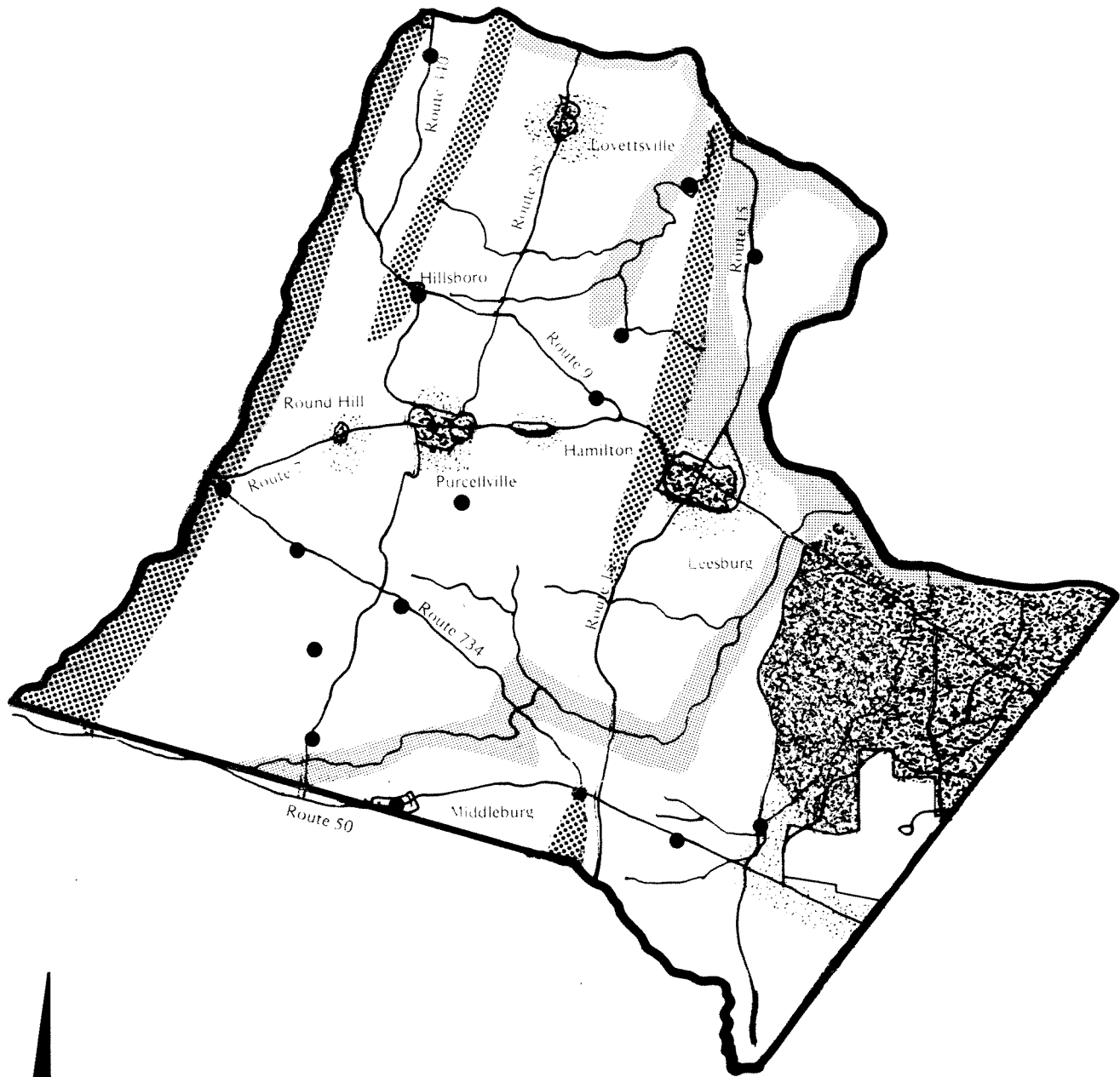
The area around the village is included within the County's Long-term Agricultural and Rural Residential Resource Management Area. Most of the land around Waterford is considered to be within the Long-term Agricultural Resource Management Area which is described in the following manner:

"These farm areas, due to their size, productivity and tenure have been in the past, and will continue to be the core of Loudoun County's agricultural base. These areas are not in the immediate path of urban development, nor are they scheduled to be developed with respect to long-range comprehensive land use planning. These are farm areas where agricultural land use retention efforts should be initially directed and should form the basis for the development of long-term land use programs to protect these important farms. (Resource Management Plan, p. 125.)"

B. RURAL LAND MANAGEMENT PLAN

The Rural Plan has a similar approach as it divides the County into five land use policy areas. Each policy area has a distinct purpose and the land uses within each have historically been different with the types of policies reflecting this. Waterford is designated as one of the fourteen Rural Village Policy Areas while the land around the village is within the Agricultural Conservation Area (see Figure 31, page 83). Appendix I is an excerpt from the Rural Plan that summarizes the policy and program recommendations for these two land use policy areas. Appendix III applies the Rural Plan's land use policy areas specifically to the Waterford Area Plan.

WATERFORD AREA MANAGEMENT PLAN



RESOURCE MANAGEMENT AREAS

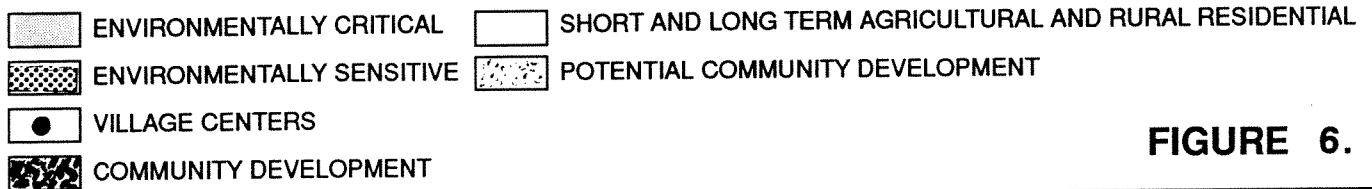


FIGURE 6.

In essence, the Rural Plan recommends the following:

1. Rural Village Policy Areas:

Allow growth and development to occur in and around villages with adequate public facilities. New development should be compatible with the existing architectural character, density, scale and layout of the existing village.

2. Agricultural Conservation Policy Area:

Discourage development and focus efforts to maintain the existing agricultural industry and its associated low density, dispersed development pattern.